

General Assembly

Substitute Bill No. 1275

January Session, 2001

AN ACT IMPLEMENTING THE RECOMMENDATIONS OF THE LEGISLATIVE PROGRAM REVIEW AND INVESTIGATIONS COMMITTEE CONCERNING TRANSPORTATION PLANNING.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. (NEW) As used in sections 1 to 6, inclusive, of this act:
- 2 (1) "Board" means the Connecticut Transportation Board;
- 3 (2) "Department" means the Department of Transportation;
- 4 (3) "Commissioner" means the Commissioner of Transportation;
- 5 (4) "Vision statement" means a written projected overview of the state's transportation network and system at a specified future date;
- 7 (5) "Mission statement" means a written declaration of the purpose 8 of the Department of Transportation, including elements that address
- 9 economic development, customer service and sensitivity to other
- 10 societal goals, that is designed to enable all employees of the
- 11 department to strive for the same goals, philosophy and direction.
- 12 Sec. 2. (NEW) (a) There is created the Connecticut Transportation
- Board, the members of which shall be appointed as follows: (1) The
- 14 Governor shall appoint five members, one of whom shall be a member
- of the board of directors of any board or commission that oversees
- 16 Bradley International Airport; and (2) the speaker of the House of

- 17 Representatives, the president pro tempore of the Senate, and the
- 18 minority leaders of the House of Representatives and the Senate shall
- 19 each appoint one member. The Commissioners of Transportation,
- 20 Economic and Community Development, Public Safety and
- 21 Environmental Protection, and the Secretary of the Office of Policy and
- 22 Management shall serve as nonvoting, ex-officio members of the
- 23 board. The appointed members of the board shall be knowledgeable
- 24 about transportation and economic development issues. Appointing
- 25 authorities shall consider geographical balance of the board in making
- 26 appointments. No appointed member shall be an employee of the
- 27 department. The term of office of appointed members shall be four
- 28 years.
- 29 (b) The Governor shall appoint the chairperson of the board from
- 30 among its members. The board may create other offices it deems
- 31 necessary and may fill such offices from among its members. The
- 32 powers of the board shall be vested in and exercised by not less than
- 33 five members of the board. Five members of the board shall constitute
- 34 a quorum.
- 35 (c) The voting members of the board shall be compensated for their
- 36 attendance at any public hearing, meeting, executive session or other
- 37 board business that may require their attendance at the rate of two
- 38 hundred fifty dollars, except that for each member, daily compensation
- 39 shall not exceed two hundred fifty dollars and annual compensation
- 40 shall not exceed twelve thousand five hundred dollars.
- 41 (d) The department shall serve as staff to the board. The board may
- 42 hire any staff it determines necessary to carry out its functions and
- 43 purposes within the available appropriations of the department.
- 44 Sec. 3. (NEW) The board shall have the following powers, duties
- 45 and functions:
- 46 (1) Create a vision statement for the transportation system in the
- 47 state and create a mission statement for the department;

- (2) Create a ten-year strategic plan and update such plan for the operation, maintenance and improvement of the transportation system in the state that emphasizes a comprehensive and balanced state-wide system, as provided in section 4 of this act; create a ten-year financial plan and update such plan, as provided in section 5 of this act; develop performance measures to track progress toward the accomplishment of goals and objectives outlined in the strategic plan and monitor implementation of the strategic and financial plans;
 - (3) Consider the actions of and coordinate its planning efforts as necessary with regional planning organizations, other departments of the state and of states adjoining this state, and with any other organization or agency that may affect the operation and success of the transportation system;
- 61 (4) Prepare any assessments of the organization of the department 62 that the board considers necessary;
- 63 (5) Determine the priority of major projects in the department;
- 64 (6) Make any changes in the organization of the department that the 65 board determines are necessary based on any assessments made by the board, and oversee any other organizational changes in the 66 67 department;
- 68 (7) Review and approve the proposed operating and capital budgets 69 of the department before submittal to the Governor;
- 70 (8) Review and approve the Transportation Improvement Program 71 and the State-Wide Transportation Improvement Program, 72 provided in 49 USC Chapter 53, before submittal to the Governor;
 - (9) When there is a vacancy in the position of commissioner, submit to the Governor a list of not less than three qualified candidates, from which the Governor shall appoint the commissioner as provided in section 13b-3 of the general statutes, as amended by this act;
- 77 (10) Upon a finding by the board of a failure by the commissioner to

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- carry out the board's policies or of incapacity, neglect of duty or unlawful conduct by the commissioner, may submit to the Governor a recommendation for removal of the commissioner;
 - (11) Report annually to the Governor and the joint standing committees of the General Assembly having cognizance of matters relating to transportation and economic development on the progress in implementing the strategic plan in accordance with section 11-4a of the general statutes; and
 - (12) Establish an advisory committee to advise the board in carrying out its responsibilities that includes representatives from each regional planning organization, rail and bus commuters, truck and rail freight operators and the port and airline industries, a representative from a state-wide environmental organization having an interest in transportation policy and such other members as the board considers appropriate.
 - Sec. 4. (NEW) (a) Not later than one year following the formation of the board, the board shall create a ten-year strategic plan in conjunction with the department and after consideration of regional long-range plans that the board shall use to assist in defining and prioritizing the objectives of the state's transportation system and in directing funding toward those objectives. The board shall update the strategic plan every two years, and shall submit the plan and updated plans to the Governor and the General Assembly every two years in accordance with section 11-4a of the general statutes.
 - (b) The strategic plan shall (1) address specific topics including, but not limited to: (A) The role of transportation in economic development, including, but not limited to, (i) the promotion of mobility and productivity; (ii) linking transportation modes to achieve connectivity; (iii) the state's connection to the national and global transportation network; and (iv) support for economic clusters and regional economic priorities; and (B) furthering other societal goals, including, but not limited to, (i) ensuring safety within the system and

maintenance of current transportation assets; (ii) balancing the state's needs for improvements in transportation and economic development and the impact of such improvements on the environment, consistent with the State Plan of Conservation and Development, as provided in part I of chapter 297 of the general statutes; (iii) providing mobility to underserved populations; and (iv) treating the users of the transportation system as customers and focusing on the needs of and service to the customers as a priority; (2) identify objective criteria and procedures for prioritizing the state's transportation needs and expenditures in relationship to the objectives in the strategic plan; and (3) consider and address matters affecting transportation that are normally outside the department's control, including, but not limited to, (A) coordination of land use issues with transportation investments; (B) coordination with other state agencies, including the Departments of Economic and Community Development, Environmental Protection and Public Safety; (C) transportation facilities within the state, such as regionally significant airports and seaports, including those not under state control; and (D) the actions of neighboring states with regard to their transportation networks.

(c) In developing and revising the plan, the board may: (1) Conduct public hearings; (2) consult and cooperate with officials and representatives of the federal government, neighboring states, interstate commissions and authorities, local agencies and authorities, interested corporations and other organizations concerning problems affecting transportation in the state; (3) request and receive from any agency or other unit of the government of the state or of any political subdivision of the state, or from any public authority, such assistance and data as may be necessary to enable the board to carry out the board's responsibilities under this section; (4) to the extent the board may deem appropriate, make use of, and incorporate in the plan, any existing long-range transportation plan, survey or report developed by any public or private agency or person; and (5) employ consultants.

(d) Copies of the plan, as revised, shall be kept on file as a public record in the office of the board.

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Sec. 5. (NEW) (a) Not later than one year following the effective date of this act, the board shall create a ten-year financial plan to identify the level of investment necessary to achieve the goals in the strategic plan that is created as provided in section 4 of this act. The board shall update the financial plan every two years and shall submit the plan and updated plans to the Governor and the General Assembly every two years in accordance with section 11-4a of the general statutes.

(b) The financial plan shall: (1) Include financial analysis that considers the estimated costs of implementing such goals, including, but not limited to, (A) the effect of reallocating current resources; (B) an exploration of new funding sources; (C) the potential to increase current fees and charges; and (D) the feasibility of using the state's General Fund, (2) include recommendations of preferred funding mechanisms, (3) identify the amount of funds and projects to be undertaken pursuant to the Americans with Disabilities Act of 1990, and (4) relative to the Transportation Equity Act for the 21st Century, (A) identify the funds to be received annually in the following categories: Interstate construction, interstate maintenance, national highway system, bridge, surface transportation program, interstate transfer, congestion mitigation and air quality, metropolitan planning, special projects and any other category designation under the act; (B) identify the projects to be funded annually through each funding category; (C) identify the projects to be funded annually through each category, as a result of the change in formulas and new flexibility allowed under the Transportation Equity Act for the 21st Century; (D) identify which projects will require the expenditure of state funds to leverage federal funds; (E) identify the amount and percentage of state funds that must be expended for each project in order to leverage federal funds; (F) identify the amount of federal funds that may be expended annually to repair local bridges identified as being in poor condition; (G) identify the economic impact of the federal funds allocated to the state in terms of job creation or retention; (H) identify the mass transit projects to be funded; (I) identify the manner in which the department intends to comply with the requirements of the federal

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Clean Air Act, as amended by P.L. 101-549, and how the department intends to expend any funds allocated to the department to achieve the goals of the act; and (J) identify with specificity the expenditures to be made from funds received in the congestion mitigation and air quality grant.

Sec. 6. (a) No later than one year following the effective date of this act, the board shall prepare written assessments of (1) the organization of the department to determine if the department is organized appropriately to carry out its mission and its responsibilities under the strategic plan, and to analyze the adequacy of the department's organization, workforce, structure, managerial style and competencies, and (2) the regional planning organizations and Metropolitan Planning Organization, aimed at (A) reducing the number of such organizations by changing planning boundaries to better reflect the needs and interdependencies of the planning regions after considering the predominant commuting patterns within regions and concentrations of economic activity, or (B) developing alternatives to compel existing regions to respond to the strategic objectives identified in the strategic plan within a larger geographical framework, and submit copies of such assessments to the Governor and the General Assembly. The board shall submit such written assessments to the Governor and to the General Assembly, in accordance with section 11-4a of the general statutes.

- (b) If the board does not complete the strategic plan by one year following the effective date of this act, as provided in section 4 of this act, the board shall report its progress to the General Assembly on or before said date and shall identify in the report the reasons it has not completed the plan.
- (c) If the board does not complete the financial plan by one year following the effective date of this act, as provided in section 5 of this act, the board shall report its progress to the General Assembly on or before said date and shall identify in the report the reasons it has not completed the plan.

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- 212 following is substituted in lieu thereof:
- 213 There shall be a Department of Transportation which shall be
- 214 responsible for all aspects of the planning, development, maintenance
- and improvement of transportation in the state. The department head
- shall be the Commissioner of Transportation, who shall be appointed
- 217 by the Governor in accordance with the provisions of sections 4-5 to 4-
- 8, inclusive, with the powers and duties therein prescribed, and section
- 219 3 of this act. The commissioner shall serve at the pleasure of the
- 220 Governor.
- Sec. 8. Section 13b-4 of the general statutes is repealed and the
- 222 following is substituted in lieu thereof:
- 223 [The] Subject to the direction of the Connecticut Transportation
- 224 Board, the commissioner shall have the following general powers,
- 225 duties and responsibilities:
- 226 (1) To coordinate and develop comprehensive, integrated
- transportation policy and planning to include a long-range master plan
- 228 of transportation for the state;
- 229 (2) To coordinate and assist in the development and operation of a
- 230 modern, safe, efficient and energy-conserving system of highway,
- 231 mass transit, marine and aviation facilities and services;
- 232 (3) To promote the coordinated and efficient use of all available and
- 233 future modes of transportation;
- 234 (4) To study commuter and urban travel and in cooperation with
- 235 federal, regional and local agencies and persons to formulate and
- 236 implement plans and programs to improve such travel;
- 237 (5) To study means of providing facilities for parking motor vehicles
- 238 so as to encourage travel by the combination of motor vehicle and
- 239 other modes of transportation and in cooperation with federal,
- 240 regional and local agencies and persons to formulate and implement

- 241 plans and programs for this purpose;
- 242 (6) To study means of improving transportation safety and to 243 formulate and implement plans and programs and promulgate 244 regulations for this purpose;
- (7) To study the operations of existing airports, to determine the need for changes in such airports and the need for future airports, and to formulate and implement plans and programs to improve aviation facilities and services;
- (8) To cooperate with federal, state, interstate and local agencies, organizations and persons performing activities relating to transportation;
- 252 (9) To exercise and perform such other duties and responsibilities as 253 may be conferred under this chapter and title 13a or as may otherwise 254 be conferred by law;
 - (10) To prepare a plan setting forth [his] the commissioner's recommendation for a restructured system of regional transit districts within the state. Said plan shall be based on: (A) Established patterns of commuter traffic within the state; (B) federal requirements for receiving aid under the Urban Mass Transportation Act of 1964, and (C) present planning regions. On or before February 1, 1978, the commissioner shall present such plan to the General Assembly;
 - (11) To prepare pertinent reports, including, but not limited to, detailed reports of energy use analysis by mode of transportation; and
 - (12) To provide for the planning and construction of any capital improvements and the remodeling, alteration, repair or enlargement of any real asset that may be required for the development and operation of a safe, efficient system of highway, mass transit, marine and aviation transportation, provided the acquisition, other than by condemnation, or the sale or lease, of any property that is used for such purposes shall be subject to the review and approval of the State

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- Properties Review Board in accordance with the provisions of subsection (f) of section 4b-3.
- Sec. 9. Subsection (k) of section 13b-11a of the general statutes is repealed and the following is substituted in lieu thereof:
- 275 (k) The commission shall have access through the Department of 276 Transportation to all records, reports, plans, schedules, operating rules 277 and other documents prepared by rail and bus companies operating 278 under contract with the state of Connecticut which pertain to the 279 operations of such companies and to any documents that the 280 commission may require from the department to carry out its 281 responsibilities under this section and sections [13b-16,] 13b-17 and 282 16-343, provided this subsection shall not apply to any plans, 283 proposals, reports and other documents pertaining to current or 284 pending negotiations with employee bargaining units.
- Sec. 10. Section 13b-24 of the general statutes is repealed and the following is substituted in lieu thereof:
- [(a) The] Subject to the direction of the Connecticut Transportation
 Board, the commissioner shall have, with all the powers and duties
 established under title 13a, this chapter, and as otherwise provided by
 law (1) jurisdiction over the state highway system, [with all the powers
 and duties prescribed in this chapter, in title 13a and as otherwise
 provided by law] and (2) general responsibility for the highways of the
 state.
- [(b) The Commissioner of Transportation shall have general responsibility for the highways of the state with all the powers and duties established under title 13a, this chapter and as otherwise provided by law.]
- Sec. 11. Subsection (a) of section 13b-34 of the general statutes is repealed and the following is substituted in lieu thereof:
- 300 (a) [The] Subject to the direction of the Connecticut Transportation

Board, the commissioner shall have power, in order to aid or promote the operation, whether temporary or permanent, of any transportation service operating to, from or in the state, to contract in the name of the state with any person, including but not limited to any common carrier, any transit district formed under chapter 103a or any special act, or any political subdivision or entity, or with the United States or any other state, or any agency, instrumentality, subdivision, department or officer thereof, for purposes of initiating, continuing, developing, providing or improving any such transportation service. Such contracts may include provision for arbitration of disputed issues. The commissioner, in order to aid or promote the operation of any transportation service operating outside the state, may contract in the name of the state with any person, including, but not limited to, any common carrier, or with the United States or any other state, or any agency, instrumentality, subdivision, department or officer thereof, for purposes of providing any transportation service in the event such assistance is required in the case of an emergency or a special event. The state, acting by and through the commissioner, may, by itself or in concert with others, provide all or a portion of any such service, share in the costs of or provide funds for such service, or furnish equipment or facilities for use in such service upon such terms and conditions as the commissioner may deem necessary or advisable, and any such contracts may include, without limitation thereto, arrangements under which the state shall so provide service, share costs, provide funds or furnish equipment or facilities. To these ends, the commissioner may in the name of the state acquire or obtain the use of facilities and equipment employed in providing any such service by gift, purchase, lease or other arrangements and may own and operate any such facilities and equipment and establish, charge and collect such fares and other charges or arrange for such collection for the use or services thereof as [he] the commissioner may deem necessary, convenient or desirable. The commissioner may also acquire title in fee simple to, or any lesser estate, interest or right in, any rightsof-way, properties or facilities, including properties used on or before October 1, 1969, for rail or other forms of transportation services. The

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- commissioner may hold such properties for future use by the state and may enter into agreements for interim use of such properties for other purposes.
- Sec. 12. (NEW) The Connecticut Transportation Board, established under section 2 of this act, is terminated, effective July 1, 2006, unless reestablished in accordance with the provisions of section 2c-10 of the general statutes.
- Sec. 13. Subsection (a) of section 13b-44 of the general statutes is repealed and the following is substituted in lieu thereof:
 - (a) The state may establish, maintain and operate, and may expand, an airport at any location within the state in the following manner. The commissioner shall conduct and complete a study of the adequacy of existing airports [, which study may be based upon the study authorized under section 13b-16, and shall determine the necessity for the establishment of additional airports or the expansion of existing airports. The commissioner shall, within one year of the completion of such study, formulate and adopt a plan of development which shall incorporate the findings of such study, showing the necessity for such establishment or expansion, in a manner consistent with the comprehensive long-range master transportation plan. The plan of development shall specify the lands or interests therein the acquisition of which the commissioner deems necessary for such establishment or expansion and a copy of such plan of development shall be filed in the office of the town clerk of each municipality in which such establishment or expansion is proposed.
- Sec. 14. Subsection (a) of section 16a-27 of the general statutes is repealed and the following is substituted in lieu thereof:
 - (a) The secretary, after consultation with all appropriate state, regional and local agencies and other appropriate persons shall prior to March 1, 1997, complete a revision of the existing plan and enlarge it to include, but not be limited to, policies relating to transportation, energy and air. Any revision made after May 15, 1991, shall identify

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368 the major transportation proposals, including proposals for mass 369 transit, contained in the [master transportation plan prepared pursuant to section 13b-15] strategic plan prepared pursuant to section 4 of this 370 act. Any revision made after July 1, 1995, shall take into consideration 371 372 the conservation and development of greenways that have been 373 designated by municipalities and shall recommend that state agencies 374 coordinate their efforts to support the development of a state-wide 375 greenways system. The Commissioner of Environmental Protection 376 shall identify state-owned land for inclusion in the plan as potential 377 components of a state greenways system.

- Sec. 15. Subdivision (10) of section 25-201 of the general statutes is repealed and the following is substituted in lieu thereof:
 - (10) "Major state plan" means the [master transportation plan adopted pursuant to section 13b-15] strategic plan prepared pursuant to section 4 of this act, the plan for development of outdoor recreation adopted pursuant to section 22a-21, the solid waste management plan adopted pursuant to section 22a-211, the state-wide plan for the management of water resources adopted pursuant to section 22a-352, the state-wide environmental plan adopted pursuant to section 22a-8, the plan for the disposal of dredged material for Long Island Sound, the historic preservation plan adopted under the National Historic Preservation Act, as amended, the state-wide facility and capital plan adopted pursuant to section 4b-23, the water quality management plan adopted under the federal Clean Water Act, the marine resources management plan, the Connecticut hazardous waste management plan adopted pursuant to section 22a-134cc, the plan for managing forest resources, the wildlife management plans and the salmon restoration plan.
- Sec. 16. Subsection (e) of section 25-204 of the general statutes is repealed and the following is substituted in lieu thereof:
- 398 (e) After adoption pursuant to subsection (d) of this section of an inventory, statement of objectives and map, the river committee shall

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prepare a report on all federal, state and municipal laws, plans, programs and proposed activities which may affect the river corridor defined in such map. Such laws shall include regulations adopted pursuant to chapter 440 and zoning, subdivision and site plan regulations adopted pursuant to section 8-3. Such plans shall include plans of conservation and development adopted pursuant to section 8-23, the state plan for conservation and development, water utility supply plans adopted pursuant to section 25-32d, coordinated water system plans adopted pursuant to section 25-33h, the comprehensive energy plan adopted pursuant to section 16a-35m, municipal open space plans, the commissioner's fish and wildlife plans, [the master transportation plan adopted pursuant to section 13b-15] the strategic plan prepared pursuant to section 4 of this act, plans prepared by regional planning agencies pursuant to section 8-31a, and publiclyowned wastewater treatment facility plans. State and regional agencies shall, within available resources, assist the river committee in identifying such laws, plans, programs and proposed activities. The report to be prepared pursuant to this section shall identify any conflicts between such federal, state, regional and municipal laws, plans, programs and proposed activities and the river committee's objectives for river corridor protection and preservation as reflected in the statement of objectives. If conflicts are identified, the river committee shall notify the applicable state, regional or municipal agencies and such agencies shall, within available resources, attempt with the river commission to resolve such conflicts.

Sec. 17. Subdivision (4) of section 25-231 of the general statutes is repealed and the following is substituted in lieu thereof:

(4) "Major state plan" means any of the following: The [master transportation plan adopted pursuant to section 13b-15] strategic plan prepared pursuant to section 4 of this act, the plan for development of outdoor recreation adopted pursuant to section 22a-21, the solid waste management plan adopted pursuant to section 22a-211, the state-wide plan for the management of water resources adopted pursuant to section 22a-352, the state-wide environmental plan adopted pursuant

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434 to section 22a-8, the historic preservation plan adopted under the 435 National Historic Preservation Act, 16 USC 470 et seq., the state-wide 436 facility and capital plan adopted pursuant to section 4b-23, the long-437 range state housing plan adopted pursuant to section 8-37t, the 438 comprehensive energy plan adopted pursuant to section 16a-35m, the 439 water quality management plan adopted under the federal Clean 440 Water Act, 33 USC 1251 et seq., the Connecticut hazardous waste 441 management plan adopted pursuant to section 22a-134cc, any plans for 442 managing forest resources adopted pursuant to section 23-20 and the 443 Connecticut River Atlantic Salmon Compact adopted pursuant to 444 section 26-302.

Sec. 18. Subsection (e) of section 25-234 of the general statutes is repealed and the following is substituted in lieu thereof:

(e) After adoption of an inventory, statement of objectives and map, pursuant to subsection (d) of this section, the river commission shall prepare a report on all federal, state, regional and municipal laws, plans, programs and proposed activities which may affect the river corridor defined in such map. Such federal, state, regional and municipal laws shall include regulations adopted pursuant to chapter 440, and zoning, subdivision and site plan regulations adopted pursuant to section 8-3. Such federal, state, regional and municipal plans shall include plans of development adopted pursuant to section 8-23, the state plan for conservation and development, water utility supply plans submitted pursuant to section 25-32d, coordinated water system plans submitted pursuant to section 25-33h, the comprehensive energy plan adopted pursuant to section 16a-35m, the [master transportation plan adopted pursuant to section 13b-15] strategic plan prepared pursuant to section 4 of this act, plans prepared by regional planning organizations pursuant to section 8-31a and plans of publicly-owned wastewater treatment facilities whose discharges may affect the subject river corridor. State and regional agencies shall, within available resources, assist the river commission in identifying such laws, plans, programs and proposed activities. The report to be prepared pursuant to this section shall identify any conflicts between

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- such federal, state, regional and municipal laws, plans, programs and proposed activities and the river commission's objectives for river corridor management as reflected in the statement of objectives. If conflicts are identified, the river commission shall notify the applicable state, regional or municipal agencies and such agencies shall, within available resources and in consultation with the river commission, attempt to resolve such conflicts.
- Sec. 19. Sections 13b-14, 13b-15 and 13b-16 of the general statutes are repealed.

Statement of Legislative Commissioners:

Minor corrections were made in wording, capitalization and punctuation for consistency with the general statutes.

PRI JOINT FAVORABLE SUBST. C/R-LCO CE